

# **CITY OF NORMAN CLEVELAND COUNTY, OKLAHOMA**



## **REQUEST FOR PROPOSAL PROFESSIONAL PLANNING SERVICES FOR**

**Preparation of a Comprehensive Plan  
for the  
City of Norman, Oklahoma**

**PLANNING AND COMMUNITY DEVELOPMENT DEPARTMENT  
R.F.P. # 1516-21**

**PUBLIC NOTICE  
REQUEST FOR PROPOSAL  
R.F.P. #1516-21**

The City of Norman, Oklahoma, is soliciting proposals for:

**Preparation of a Comprehensive Plan for the City of Norman, Oklahoma**

Any correspondence, questions or requests for copies of the Request for Proposal should be directed to: Susan Connors, Director, Planning and Community Development Department, City of Norman, P.O. Box 370, Norman, Oklahoma 73070, telephone no. (405) 307-7112.

Proposals will be received in the Planning and Community Development Department at the Municipal Building, 201-A West Gray, Norman, Oklahoma, P.O. Box 370, Norman, Oklahoma 73070, until 4:00 P.M., on October 30, 2015.

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## **I. INTRODUCTION**

### **A. Community Background**

The City of Norman is a growing community located 20 miles south of the state capitol, Oklahoma City, and 200 miles north of Dallas. Interstate 35 runs north and south through Norman near the western edge. Norman is home to the University of Oklahoma, the National Weather Center, Griffin Memorial Hospital, and Norman Regional Hospital as well as several nationally known companies. With a growing population of over 117,000 Norman is part of the dynamic Oklahoma City Metropolitan Area, which has over a million residents. Norman is the third largest city in Oklahoma and the largest city within Cleveland County for which it serves as the county seat. The City of Norman encompasses approximately 190 square miles with more than half of that being rural. A healthy employment rate, low cost of living, quality schools and a nationally known institute of higher education, the University of Oklahoma, have all helped to drive a 22.81% growth rate since the year 2000, increasing the population from 95,694 to its current level of 117,523. With this growth the City is experiencing challenges related to land use, housing, infrastructure and environmental protection. In order to maintain the much sought after quality of life available in Norman the community needs a Comprehensive Plan that provides a community vision, goals, and an implementation framework.

Norman like several other cities in the area was established during the Oklahoma Land Run of 1889. Norman was formally incorporated in May 1891, sixteen years before statehood in 1907. Shortly after the land run, two forward looking businessmen lobbied for the placement of one of three territorial universities in Norman and in 1890 the lobbying proved successful, and the University of Oklahoma was established in Norman. In 1892 the first fifty-seven students attended classes in a rented building in downtown Norman. From this small beginning, the University of Oklahoma has grown to a premier research university.

The University of Oklahoma is at the core of Norman's economic engine and cultural identity. The University of Oklahoma has grown to over 27,000 students, more than 2,400 full time faculty members and over 12,000 employees. The growth of the student population, in conjunction with changes in University policies and shifts in national economics and real estate trends, has created issues including a marked increase in apartment developments, parking issues, and student-resident conflicts in campus neighborhoods.

Two major transportation corridors that transect the City of Norman, Interstate 35 and the BNSF rail line, have shaped land use development in Norman.

In the Land Run of 1889, the City of Norman was established along the railroad. Today, the effect of the railroad is still evident in the original grid street pattern oriented to the railroad, which runs northwest to southeast. As the town grew the orientation was changed to cardinal directions, however, the railroad still impacts daily activity of Norman residents with hourly passing trains that bring traffic to a standstill at all east-west street crossings except Robinson Street. In 2012, a grade separation with a vehicular underpass was completed on Robinson Street at the railroad tracks which created uninterrupted access between east and west Norman. For many long-time residents, east and west Norman is divided along the railroad

while for many others the division is along the other major transportation corridor, Interstate 35.

Interstate 35 (I-35) was completed in 1959. The opening of the interstate substantially changed Norman's land use patterns, attracting residential and commercial development to the west side of Norman and removing customers from the Central Business District. Over the years most major commercial development has been located along or near the I-35 corridor, such as the Sooner Mall, restaurants, big box retail stores, hotels, and car dealerships. That trend continues today with the more recent development of University North Park, just to the northeast of the I-35 and Robinson Street intersection. University North Park is a public/private partnership consisting of a 540-acre retail/commercial development which broke ground in 2005 and was designated as a TIF district in 2006. The University North Park contains a mix of big box retailers, national chain retailers and restaurants, two hotels, a park, and proposed office park. University North Park still has approximately half of the land to be developed. Currently, that land is slated for office, industrial and residential uses. Despite the recent increase in commercial development along Interstate 35, Norman's Downtown has also seen an economic re-birth with many existing storefronts redeveloping with locally owned businesses, restaurants, and art venues in recent years.

The City of Norman is a vibrant, attractive, growing college city. It is a destination community that attracts thousands of visitors every year from across the state for University of Oklahoma sporting events, the Sam Noble Museum of Natural History, and numerous festivals.

Norman residents enjoy the availability of diverse retail options, numerous parks, good schools and affordable living. Norman residents also enjoy an active arts community and desire a walkable pedestrian-friendly town that supports a rich diverse economic base that cultivates both regional economic pulls and locally owned business. A recent retail survey commissioned by the City of Norman reveals this dichotomy of demand for national chains as well as locally owned restaurants and businesses. This can also be seen by the sales tax dollars generated by the slew of new restaurants and businesses developed in Downtown and in University North Park. As with all cities in Oklahoma, Norman's budget is dependent upon sales tax dollars.

Norman residents want to continue the current quality of life which includes low unemployment, a good economy, low crime rate, affordable cost of living, while maintaining the college small town character by growing sustainably. To ensure this, the City needs to develop a Comprehensive Plan that looks to the future in a holistic and sustainable manner.

## **B. City of Norman Planning History**

### **Planning Background:**

The City of Norman currently manages growth using the Norman 2025 Land Use and Transportation Plan, Zoning Ordinance and Subdivision Ordinance. Norman's growth over the last 10 years has spurred the development of associated plans needed to address the growth in several crucial areas including storm water, water supply, parks, open space and transportation. In addition, as all cities in Oklahoma rely upon sales tax, Norman has recently hired a Retail Development Coordinator to help guide retail recruitment efforts in Norman.

### **City of Norman Planning & Associated Documents:**

Zoning Ordinance	1924,1954 and as amended
General Plan	1963
Subdivision Ordinance	1973 and as amended
Comprehensive Plan	1981
Comprehensive Plan Revisions	1982,1983,1984,1986,1991
Sign Code	1992 and as amended
Adams, Andrews Park, Faculty Heights Neighborhood Conservation Plans	1996
Historic District Ordinance	1993
Comprehensive Plan Update	1997 ( Norman 2020 Plan)
Chautauqua Historic District established	1997
Downtown Norman Revitalization Plan	1999
Miller Historic District established	1999
Comprehensive Plan Update	2004 (Norman 2025 Plan)
Pickard Neighborhood Plan	2007
Storm Water Master Plan	March 2009
Parks and Recreation Master Plan	November 2009
Porter Corridor Plan & Overlay Zone	August 2010
Inclusive Community Report and Action Plan	August 2010
Old Silk Stocking, First Courthouse, Original Townsite neighborhood plans	2007
Greenways Master Plan	March 2012
Bishop's Creek Neighborhood Plan	2012
2060 Strategic Water Supply Plan	August 2014
Retail Market Analysis Study	May 2014
Comprehensive Transportation Plan	May 2014
Griffin Memorial Hospital Advisory Service Panel	April 2015
Consolidated Plan 2015-2019 (CDBG)	May 2015
Housing Market Analysis	August 2015
City Center Form Based Code	Currently underway

The current Norman 2025 Land Use and Transportation Plan was adopted in November, 2004. At that time the population of Norman was 105,336 and there

were approximately 31,000 acres of developed land. In 2015 our population is 117,523 and there are now approximately 33,000 acres of developed land. The growth in the City has surpassed the expectations of the current Plan. During the last ten years our multi-family housing units have increased dramatically, primarily to serve the student housing population. The majority of housing in Norman is either single-family homes or leased apartments.

The City has extended the sewer service to several areas that were identified as Future Urban Service Area in 2004. The northwest section of the City is one of the largest areas that is now available for development.

There have been approximately 125 Norman 2025 Plan amendments considered by City Council since the adoption of the Plan in 2004.

Although the University of Oklahoma remains a very dominant employer and presence in the City, Norman is attracting more businesses and employers other than OU which brings more residents who are not tied to OU, therefore, the need for different types of housing is more apparent. In addition, as with most cities, the population is aging and is looking to downsize but not necessarily move into leased apartments.

The plans that have been adopted since 2004 need to be integrated into appropriate policies for the future. The City needs a new vision that matches the growth that is occurring and the living styles that people are looking for in their neighborhoods.

### **C. Scope of Work**

#### **Objective:**

The purpose of this project is to develop a Comprehensive Plan to guide future development in the City of Norman. The Comprehensive Plan is envisioned as both a physical plan and policy guide for development in Norman. It will serve as a framework for future associated planning documents as well as a policy guide for staff and decision makers regarding future development. The City of Norman has established the following plan elements to serve as a general guide for the plan's development. Since this will be a new Comprehensive Plan for the City of Norman many of the elements listed will require substantial review and revisions while some plan components will require only minor review or minor revisions and/or integration with the Plan. The elements serve as a guide for the plan's development and potential partners are welcome to suggest creative or innovative addition/modifications to these elements. Such suggestions should be listed and explained in the submitted proposal.

#### **Boundary of Plan:**

The boundary of the Comprehensive Plan will be the corporate limits of the City of Norman.

#### **Elements of Plan:**

The selected consultant is expected to use visualization techniques to graphically depict pertinent information for each element as the Plan is developed, including but not limited to GIS mapping, Photoshop, illustrations and renderings.

**1) Executive Summary** – An executive summary is expected to be developed that outlines the vision, detailed goals and objectives, and policy statements that are laid out in the Comprehensive Plan. This executive summary will be used as a guide for decision making and as a means to educate the citizenry of the community. It is expected that the executive summary will be located within the Comprehensive Plan document but can be a stand-alone document in a form that is suitable for easy distribution.

**2) Community Profile Development** – A complete inventory, review and analysis of existing conditions is required. The community profile needs to be developed which includes at least the following: community history, existing land uses, natural environment elements, thoroughfares and transportation, community facilities, and other relevant topics. Demographic and population analysis using the latest data available will need to be prepared as well. A comprehensive land use survey and database shall be prepared resulting in a current land use plan which may be used to develop the future land use plan.

**3) Development of Goals, Objectives, and Policies** – The goals, objectives and policies of the Comprehensive Plan should be developed with significant public participation in order to develop an acceptable and viable vision and guide for the community regarding future development and re-development. The development of goals must also identify current gaps or conflicts between current codes and ordinances and the new Comprehensive Plan developed.

**4) Future Land Use Plan and Map** – Realistic population projections and build-out scenarios are expected to be developed regarding preferred land-use patterns. The build-out scenarios shall include projections of uses, infrastructure improvements required, cost of infrastructure, and projection of sales tax. The build out scenarios shall be presented to City Council, City Staff, and the public in order to allow them to evaluate the cost benefit analysis and return on investment (ROI) of various development and re-development scenarios. The impact of major development activities such as the University of Oklahoma's Master Planning efforts, Norman Regional Healthplex expansion and the future establishment of commuter rail along with transit-oriented design and transit stops on future land use would all need to be considered.

**5) Transportation** -- Incorporate the goals and recommendations of the newly adopted Comprehensive Transportation Plan into the Comprehensive Plan. In addition, incorporate Norman's and regional plans to establish a future regional commuter rail including locations of future transit stops. A review of the needs, impacts and future growth of the Max Westheimer Airport would also need to be incorporated into the Comprehensive Plan.

**6) Stormwater Plan** – Incorporate goals, objectives and policies recommended in the Stormwater Master Plan. In addition, integrate the recommendations regarding flood plain and watershed protection into all pertinent components of the Comprehensive Plan.



**7) Infrastructure Element** – Review existing plans related to water supply and sanitary sewer facilities and recommend any future modifications to those plans that will be required in order to achieve the overall community vision or to support the approved build-out scenarios for future land use mixes.

**8) Technology Infrastructure** – Make recommendations as to best practices for encouraging the advancement of the technology infrastructure.

**9) Economic Development/Redevelopment** – Review, analyze and update local, state and regional factors that influence the future development and redevelopment opportunities in Norman. In particular the influence of major planning efforts by University of Oklahoma, Norman Regional Healthcare System, University North Park, the Department of Mental Health, and the region's future commuter rail system.

**10) Parks, Trails and Open Space** – The three existing plans that address parks, trails and open spaces would need to have the policies and goals of those plans incorporated into the new Comprehensive Plan. Develop implementation strategies that provide a cohesive and consistent means to build a park, trail and open space system in the community.

**11) Housing** – Review and incorporate recommendations from the Housing Market Analysis into this element. In addition, there is a need to analyze current housing issues and provide recommendations and strategies to encourage a variety of housing types and sizes, including addressing the increased demand for urban-style multi-family housing options, as revealed during the Center City Visioning Project.

**12) Neighborhood Revitalization** – Integrate data and recommendations from the 2015 Housing Market Analysis. The analysis should result in the identification of areas that will be in need of innovative redevelopment strategies. Recommendations and analysis should utilize the goals of the CDBG Consolidated Plan and historic preservation efforts in the city.

**13) Sustainability** – Integrate the latest measures the City should pursue and policies that are recommended to achieve a sustainable community.

**14) Healthy Community** -- Incorporate healthy communities' principles into all pertinent recommendations of the Comprehensive Plan. In particular principles regarding safe, accessible active lifestyles for all populations and a clean natural environment should be integrated with the major components of the Plan.

**15) Resiliency** -- The consultant should provide the latest research and recommendations for developing a resilient community. (A community that is prepared to deal with natural and man-made disasters as well as economic shifts.) The current emergency operations plan and hazard mitigation plan should be reviewed and integrated with this element of the plan. Any gaps that may exist should be identified.

**16) Special Planning Areas** – Evaluate development patterns in the city to determine if there are areas in the city with special conditions that require further study or policies.

**17) Community Character and Urban Design** – The Plan, through community input and review of existing plans, shall have a set of policies that address community image and preservation of community attributes and character. The consultant should consider density, aesthetic design guidelines, sign regulations, building types and transportation corridors.

**18) Implementation Plan** -- To include recommendations for implementation strategies. Benchmarks should be established for the Plan.

### **Public Participation:**

The City considers citizen participation essential to a successful Comprehensive Plan. The Comprehensive Plan process shall be structured to maximize citizen involvement and participation. The consultant shall be responsible for designing a public engagement strategy that incorporates effective and innovative participation techniques and encourages participation throughout the development of the Comprehensive Plan. Participation by residents, businesses, agencies, organizations and officials is a must throughout the planning process. The proposed public engagement strategy must include the latest technologies and be creative, inclusive, and reliable with the goal of channeling this input into realistic alternatives for consideration by the public, the Planning Commission and the City Council. The consultant will be working with a Steering Committee of approximately 30 people which will represent a wide range of interests in the City.

The consultant team must demonstrate extensive expertise and experience in the public participation and facilitation processes. In regard to public participation, the consultant team must have strong leadership and creativity to provide clear direction in participation techniques that result in inclusive yet timely decisions.

### **Deliverables:**

Required services will include but are not limited to:

50 bound, colored copies of final plan, in 8 ½ by 11 vertical format. Maps and illustrations will be reproducible in 8 ½ by 11 or 11 x 17 format. 30 colored copies in binders that allow for amendments

1 digital copy of final plan in Microsoft Word and in Adobe Acrobat formats. The formats must allow for amendments, reproductions and direct web posting.

The Plan shall be designed to be integrated into the City's website

Staff from the selected firm will visit the City of Norman to familiarize themselves with the area and the challenges presented. The firm will attend meetings with City of Norman Staff, Council Members, Planning Commission and the Steering Committee

to discuss the Comprehensive Plan. Printed and electronic copies of the Comprehensive Plan are required. Implementation strategy is required to guide the recommendation of the Plan. The ultimate goal of these services is an acceptable Comprehensive Plan that will be utilized by both staff and decision making officials regarding development in Norman.

Products produced as part of the plan process, including but not limited to GIS layers, studies, documents, drawing, etc., shall be the property of the City of Norman.

#### **D. Requesting Entity Information**

The City of Norman, Oklahoma, with municipal offices located at 201-A West Gray, P.O. Box 370, Norman, Oklahoma, 73070, is the requesting entity.

#### **E. Project Funding**

The City of Norman has set aside funding in the FY 2015 Budget beginning on July 1, 2015 for the completion of the work described in the Request for Proposal.

## **II. PROJECT CRITERIA**

#### **A. Consultant Selection Criteria**

The City of Norman will commission the services of a planning consulting firm or firms to assist with the development of a Comprehensive Plan to bring guidance to development of the City of Norman for the future. The firm will work in conjunction with City Staff, Council and a Steering Committee to support the development and implementation of the plan.

The City of Norman will seek a firm with proven experience in developing Comprehensive Plans.

#### **B. Project Schedule**

The final schedule for adoption will be determined during the negotiation of the professional services agreement, but the schedule for proposal submittal is as follows:

RFP Released  
Pre-proposal Conference  
Questions Due to the City

September 23, 2015  
October 7, 2015  
October 14, 2015

Responses Posted	October 21, 2015
Proposals Due to the City	October 30, 2015
Proposal Evaluation and Interviews	November, 2015
Contract Negotiations and Contract Award by City Council	December, 2015

### **C. Inquiries/Questions**

Respondents should submit questions and/or clarifications to the City of Norman no later than 4:00 p.m. on October 14, 2015. Questions regarding the RFP should be directed to [current.planning@normanok.gov](mailto:current.planning@normanok.gov). Answers to the questions will be posted by Wednesday, October 21, 2015 at [www.normanok.gov/planning/comprehensive-plan-rfp](http://www.normanok.gov/planning/comprehensive-plan-rfp).

For the complete RFP and submission requirements, please go [www.normanok.gov/planning/comprehensive-plan-rfp](http://www.normanok.gov/planning/comprehensive-plan-rfp). Proposals shall be accepted in the office of Planning and Community Development until 4:00 p.m. on Friday, October 30, 2015. This office is located at 201A West Gray Street, P.O. Box 370, Norman, OK 73070, Telephone (405) 307-7112.

There will be a pre-proposal conference held on October 7, 2015 in the Municipal Complex, 201A West Gray Street at 10:00 am. While not mandatory, proposers are encouraged to attend.

## **III. RFP CRITERIA**

### **A. General Requirements**

Proposals will be accepted in the office of the Planning and Community Development Department until 4:00 P.M, October 30, 2015. The office is located at 201 A West Gray, P.O. Box 370, Norman, Oklahoma, 73070.

Proposals must be signed by a duly authorized official of the proposer. Six (6) hard copies, and one (1) electronic copy contained in CD or USB drive must be submitted. No reimbursement will be made for any cost incurred in preparing the proposal or any cost prior to a formal notice of award.

All proposals must state their validity for a period of not less than 60 days from date of receipt.

### **B. Notice to Interested Parties/RFP Recipients**

When submitting proposals, corporate entities are required to comply with State law regarding authorized signatures.

The City of Norman requires that a proposal be signed by a duly authorized corporate official with authority to bind the interested party by the proposal as stated in State statute, "...signed by the chair or vice chair of the Board of Directors, or the President, or by a Vice President, and attested by the Secretary or an Assistant Secretary; or by officers as may be duly authorized to exercise the duties..."

However, should some other official with the corporation sign, such as a secretary signing a document, such signature needs to be accompanied by a certificate or a copy of a resolution adopted by the Board setting forth the authority of that individual to execute a contract.

With respect to limited liability corporations, every manager is an agent of the company for the purpose of business and binds the limited liability company. Therefore, instruments and documents shall be valid and binding upon the limited liability company if executed by one or more of its managers. 18 O.S. § 32

As set forth above, when submitting proposals, certification adhering to the state statutes should accompany documents being turned in for review.

**C. Prohibited Interest**

No member, officer, employee of the City of Norman, or member of its governing body during his or her tenure, or one (1) year thereafter, shall have any interest, direct or indirect, in any resultant contract or the proceeds thereof.

**D. Equal Employment Opportunities**

In connection with this proposal, the consultant shall not discriminate against any employee or applicant for employment because of race, color, religion, sex, national origin, age, marital status, being disabled, or disadvantaged person, or War Veteran.

The consultant shall furnish all necessary information and reports and shall permit access to its books, records and accounts by the City of Norman for purposes of investigation to ascertain compliance with the non-discrimination/minority business provision of any resultant contract.

**E. Insurance Requirements**

The consultant of this project must provide an insurance policy or policies, naming the City of Norman as an additional insured in the amount of at least one million dollars. Said policy, or policies, shall provide general liability insurance and automobile insurance. In addition, workers compensation insurance must also be provided in the amount required by law.

**F. Minimum Content of Proposal**

At a minimum the proposal should contain the following elements:

1. Transmittal Letter
2. Table of Contents
3. Executive Summary
4. Project Approach

5. Experience of Project Team with same or similar Planning Experience
6. Anticipated schedule
7. Appendices (misc., exhibits, illustrations, etc.)
8. Proof of Insurance
9. References

## **IV. SELECTION PROCESS**

### **A. Evaluation of Qualifications**

The criteria for evaluating the qualifications and selecting a consultant will include but not be limited to:

- The firm's specific approach to the project. Although the City has identified the general nature of services required, the consultant is encouraged to provide an innovative approach and methodology to provide the requested services.
- Capabilities and previous experience in comparable projects of this type and the specialized experience and technical competence of the consultant.
- Past record of performance on contracts with other governmental agencies, including such factors as quality of work, control of costs, and ability to meet established schedules.
- Capacity of the personnel to perform the work in a timely manner.
- Qualifications of individuals who will have direct involvement in tasks on this project.

The City reserves the right to request additional information from consultants submitting Qualifications. The City reserves the right to reject any or all qualifications and the right, in its sole discretion, to accept the Qualifications it considers most favorable to the City's interest. The City further reserves the right to reject all qualifications and seek new qualifications when such procedure is deemed reasonable and in its best interest.

The City of Norman retains the right to reject any or all proposals and to re-solicit if deemed to be in the best interest of the City of Norman.

### **B. Selection of Consultant**

The City of Norman will review responses to this RFP that meet the requirements enumerated and are received prior to the designated closing date. Firms without adequate insurance, in minimum amounts set forth herein, to protect the City's interest will not be considered and will not be evaluated.

Consultants may contract with sub-consultants on the Comprehensive Plan, but a lead consultant must be identified and must take responsibility of all the deliverables. The City reserves the right to request substitution of firms.

A response to this RFP should not be deemed to be construed as a contract or an indication of a commitment of any kind on the part of the City of Norman. Upon review of the response to this RFP, City staff will prepare a short list of consultants to interview.

A firm will be selected for recommendation to the City Council for the purpose of negotiating contract terms, including a fair and reasonable price. Additional copies of the response to this RFP may be required for presentation to the City Council. If a satisfactory contract cannot be negotiated with that firm, the City shall formally end negotiations with that firm and select the next most favored provider and attempt to negotiate with that firm.

The most important evaluation emphasis will be placed upon the approach of the firm, the public participation approach and the project team assigned to the job. Illustrative and narrative material describing previous work of the proposer is recommended. At the proposer's request, any extra material, if available, will be returned at the completion of the review process, at their expense. The proposer shall provide a list of previous related work experience with contact persons and phone numbers

Key personnel (by names and position) relative experience and capabilities, as well as sub-contractors, will be evaluated closely.

**C. Ranking Criteria**

	Possible Points
Project Approach	30
Public Participation Approach	20
Project Team (Experience of key personnel)	30
Past Project Experience	15
<u>Project Schedule</u>	<u>5</u>
Total	100 Points